

MORALE AND INTERNAL  
COMMUNICATIONS

BY

WILLIAM E. CROSBY

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Thesis

First Reader

*Professor of Public Relations*

Second Reader

MORALE AND INTERNAL  
COMMUNICATIONS

BY

WILLIAM E. CROSBY

(A.B., University of California, 1941)  
( LL.B, Arkansas Law School, 1949 )

Submitted in partial fulfilment of the  
requirements for the degree of  
Master of Science

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Approved  
by

First Reader: *P. J. ...*  
 Second Reader: *...*  
 Professor of ...



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## CHAPTER I

### THE PROBLEM AND RELATED CONSIDERATIONS

The material presented in the following pages has to do with selected problems related to the internal activities of a government field office. The particular setting for the study was an operational section of a regional office of one of the large federal agencies. This office exists for the purpose of administering services to a substantial part of the population of a given geographical area. All field functions of the agency are conducted under jurisdiction of a central office in Washington, D. C.

While most people are aware of the tremendous development of "big government" in recent years, it is not always remembered that most of this expansion has been a field expansion. It is mainly the field people of the federal agencies who meet the general public and impress it with the type of service rendered. It is in the field that the federal government can acquire a good or bad reputation because of the type of performance or regulatory functions administered.

Public relations of a government field office embraces every aspect of administrative programs, procedures, and practices that may affect the good will and reputation of the agency. If the personnel policies and practices are not conducive to good performance and services, actions for which there is indicated need, based upon the



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the public relations of the agency will suffer. In the field of government, as in industry, it is important for the organization to gain and maintain the good will of its employees in order that their confidence in its work may be reflected in the attitudes of their friends and associates, and ultimately in those of the general public. The recognition of such principles has led to an intensification of interest in problems relating to human relationships in the federal service. This was also the basis for selection of the research areas for this study. The particular issues considered are thought to have special significance for the field of public relations.

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## I. THE PROBLEM

The two main areas of research for this study are (1) morale, and (2) internal lines of two-way communications.

In its broad context, the problem may be stated as: A study of morale, as affected by the internal communications, of an operational section of a government field office.

Specific aspects of the problem. The above problem reduced to its more specific elements may be stated as follows: (1) to ascertain the state of morale and, insofar as possible, determine the causes why morale is good or bad; (2) to evaluate the effects of two-way communications on individual and group morale; and (3) to propose recommendations for which there is indicated need, based upon the



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findings from the study, in order to develop and sustain better internal relationships, improved two-way communications, and generally higher morale.

## II. METHODS

The methods of research used in this study are not based upon a system of controlled experimentation. The group under study lacked homogeneity, and it would have been impossible to have controlled the types and volume of work, size of work units, etc., sufficiently to have permitted the valid measurement of all significant variables.

The methods adopted for this work developed mainly from the writer's approach to the subject as an employee of the office and section studied. It was felt that some advantage might be gained in a study of this nature through normal participation as an "on-the-line" employee in the daily activity of the organization.

Method one consisted of the chronological recording by the writer of direct observations or other workaday experiences which were thought to have relevance to the morale of employees. Considered here were such factors as significant informal conversations among employees, reflected attitudes toward the work, attitudes and feelings concerning superiors, reactions to certain personnel policies and practices (efficiency ratings, reductions in force, transfers,



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granting of leave, re-classifications, promotions, etc.), and external influences (weather, economic conditions, military status, health, etc.), and reactions to changed procedures and other information communicated from higher authority.

Method two consisted of an analysis and evaluation of communications, from the standpoint of effects on morale. An attempt was made to capture the varied reactions to different types of communications at the time of conveyance of information. This method, as the preceding one, was applied over a particular period during the time the study was conducted.

Method three was the more common procedure of interviewing personnel at various levels. These interviews were conducted mainly on an informal basis, designed to tap the "grass root" feelings of personnel sufficiently to gain insight into factors deemed of significance to the state of morale or the communication process. Persons interviewed included new employees, old employees who were leaving the section through resignation or transfer, employees who had been affected by various personnel actions or policies, other rank-and-file employees, unit supervisors, section chiefs, and representatives of management. This method was utilized over the entire period that the study was in progress.

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### III. BASIC PURPOSES

Many legislative leaders, government executives and private citizens have in recent years concerned themselves with the means for improving governmental management and administrations. Several broad studies and surveys have been conducted, mainly at central office level in Washington.

Consideration of the particular needs and problems of the federal field offices appear to have come about incidental to the formulation of master plans applicable to the broad administrations of the central offices. One objective here was to conduct a study in human relations at field level,

where policies and procedures are carried into operation, and where the government actually meets the people.

It is recognized that morale and communication have long represented challenging problems, both in private enterprise and the public service. This study is not advanced as a panacea to the major problems considered. It could be expected that many questions will be left unresolved. The value of basing the study upon very real experiences, however, is its broad aspects, taking into account: (1) job satisfaction (employee enthusiasm, type and nature of work, etc.); (2) relations between co-workers and between superiors and subordinates; (3) supervisory and management practices; (4) opportunities to advance, and employee development; (5) feelings of security or insecurity; (6) attitudes toward government administration. The extent to which this objective is achieved will govern the success of the research endeavor.



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## CHAPTER II

### FINDINGS AND CONCLUSIONS

It was the conclusion of the writer that the state of morale in the section under study was not good. Individual productivity was not as good as it should have been. There was a lack of interest and enthusiasm for the work, only a fair degree of pride in work units, limited cooperative team spirit, rather prevalent feelings of insecurity, and attitudes of distrust among co-workers and between line workers and some superiors.

For the purpose of this study, morale is regarded as the emotional attitude of the individual toward his job, the agency, management, and his fellow workers. High morale is considered as being prerequisite for the development of enthusiasm, cooperative teamwork, pride in accomplishment, and the real desire to help achieve the objectives which justify the existence of the organization. The conclusions drawn are, accordingly, based upon a consideration of morale in its broad aspects, taking into account: (1) job satisfaction (employee enthusiasm, type and nature of work, etc.); (2) relations between co-workers and between superiors and subordinates; (3) supervisory and management practices; (4) opportunities to advance, and employee development; (5) feelings of security or insecurity; (6) attitudes toward pay, hours, etc.; (7) the formal and informal communication



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process as it pertains to employee recognition, self-expression and participation, and supervisory manners and attitudes in regard to the communication of information; and (3) factors arising from sources external to the office and agency.

Certain of the factors which affect the morale or communications in a government office may be controlled by management, while other factors are not subject to direct agency control. In recognition of this fact, the findings and conclusions which follow are presented under (1) factors affecting morale which are in the control of management, and (2) factors which are not.

It will be noted that some emphasis is placed on internal communications, in relation to morale. Though a really close correlation between morale and communications could not be established by this research, the formal and informal communication process was found to be of significance to the morale of individual employees.

#### A. MORALE FACTORS IN THE CONTROL OF MANAGEMENT

The Work Itself--Job Satisfaction. There was not a high degree of job satisfaction among those in the section. Even when the work output was reasonably good, there was little real interest and enthusiasm or pride in accomplishment.<sup>1/</sup>

<sup>1/</sup>See Appendix, entry of Sept. 14, Observations, p. 80.

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Most of the employees seemed to perform their duties in a generally routine manner, developed through long conditioning at the same job.<sup>2/</sup>

There were certain characteristics inherent in the work which were considered of special significance to the job satisfaction and enthusiasm of the employees in the operational section studied. These factors are discussed here as they relate to satisfactions in different sorts of work, both clerical and staff.

Staff work. The staff officers worked under general supervision, each with little supervisory responsibility themselves. The work revolved mainly around the procedures of making determinations of fact and law, the making of authorizations for the payment of large amounts of money, and the keeping of numerous records. The staff officers were required to do a great deal of writing over and above clerical assistance and the use of standard forms. These conditions did not contribute to feelings of occupational prestige. The majority of the staff members of the section seemed to regard their work as being of a semi-clerical nature. This became apparent from informal comments made in discussions between staff members of the same level. It was also indicated that several

<sup>2/</sup>See Appendix, entry of Sept. 14, Observations, p. 50.



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felt that they were capable of assuming greater responsibilities than required in their jobs. These attitudes seemed more prevalent among those who had held more responsible positions, either in a military or civilian capacity, prior to their employment with the agency.

Monotony was indicated as being of significance to the job satisfaction of the staff personnel.<sup>3/</sup> The work generally followed a routine pattern, only varying in minor details in the handling of different types of cases (work units). The staff officers usually seemed pleased when given special assignments of a type that would permit a break in their normal work activity.

The pressure placed on individual staff officers in connection with normal work activity was frequently indicated as a primary source of dissatisfaction. The slower workers often had difficulty in staying current in their work, especially when the work volume was heavier than usual.<sup>4/</sup> But even those who were able to "keep up" in their own work felt themselves to be under pressure most of the time. The writer felt that this "pressure" atmosphere, which most of the staff regarded as being a very undesirable aspect of the work, developed out of a combination of work volume (at times heavy in relation to the

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<sup>3/</sup>See Appendix, entry of Sept. 19, Observations, p. 52.

<sup>4/</sup>Ibid., Sept. 14, p. 50.







personnel), work distribution, and management policies as reflected through supervisory practices. The lack of sound, well-defined work standards for the individual staff members was also considered of significance. Too many of the staff workers lacked understanding, or were confused, as to what was really expected of them individually in their work performance.

The staff officers were at least in theory endowed with authority to exercise individual initiative and judgment in the making of determinations. Individual discretion of this type was actually limited, however, through actions of superiors in forcing their opinions on subordinates or otherwise reversing decisions of the staff workers.<sup>5/</sup> There was some tendency detected for certain staff members to always try "to-give-the-boss-what-he-wants" in processing the work. But it was not always possible to know with reasonable certainty what course of action to follow in order to have the approval of superiors. This sometimes resulted in confusion, indecisiveness, or indifference. Uncertainty of this type would tend to reduce job satisfaction.

Clerical work. The clerical employees of the section were, for the most part, subject to more routine

<sup>5/</sup>See Appendix, entry of Oct. 14, Observations, p. 80.  
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Official work. The official employees of the section were, for the most part, subject to more routine



work assignments than were the staff members. Most of the work allowed only limited opportunity to exercise individual judgment and initiative. The majority of the clerical workers did only straight typing of standard forms and correspondence. Others only coded information applicable to IBM equipment; some only filed and distributed paper data; and several only operated spirit duplicating ("ditto") machines.<sup>6/</sup> There were a few of the clerical employees, however, who were given varied work assignments. This was accomplished by using certain ones to "fill in" where needed, due to absences or heavier than usual work volume. Those who were permitted to have varied assignments of this type<sup>3/</sup> seemed to derive greater satisfaction from the work generally than did the ones who worked continuously at the same job.

There were several characteristics of the clerical jobs that compared favorably with the staff work. The clerical workers could use machines to a much greater extent, permitting the accomplishment of a given amount of work in a comparatively shorter time than was possible in most staff work. The work standards of the clerical employees also seemed better defined than were the ones to which staff members were subject. The clerical

<sup>6/</sup>See Appendix, entry of Oct. 16, Observations, p. 60.

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workers seemed to know more what was expected of them individually in their daily work performance than did many of the staff officers. The clerical employees seemed to be less affected by conditions of pressure than were the staff workers. The matter of placement was of some significance in connection with the clerical work of the section. Job assignments in a number of cases were indicated to be out of balance with individual interests and abilities.<sup>7/</sup> Some who had the training and background for secretarial work were doing mostly straight typing. Others who were hired as typists were assigned (against their will) to operate the duplicating machines.<sup>8/</sup> It is probable that these dissatisfactions derived in part from weaknesses in the selective process at the time of initial hiring of employees, along with some cases of improper placement after employment.

Relations Between Co-workers. Several factors were detected in connection with work situations which appeared to have some effect on co-workers did not reflect open hostility in any particular cases, but there was only a limited degree of team spirit who indicated to be of significance in this sense. There were definite tendencies by some to direct their efforts of free and unrestrained cooperation were not generally prevalent.

<sup>7/</sup>See Appendix, entry of Oct. 16, Observations, p. 60.

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<sup>8/</sup>See Appendix, entry of Oct. 16, Observations, p. 60.  
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There were underlying tendencies to individual competitiveness, which were considered as having the effect of partially placing in eclipse the mutual cooperation needed for stronger conditions of teamwork. There were several, of course, who showed willingness to cooperatively assist any of their associates where possible without apparent discrimination. But there were others who seldom, if ever, voluntarily assisted their co-workers. Still others were inclined to mutually cooperate with some, but not all. There appeared to be some correlation between the work relations of employees and their relations or mutual interests outside of work.<sup>9/</sup> For example, those who had common military interests, as belonging to the same Organized Reserve or National Guard components, were generally more closely associated at work.<sup>10/</sup> The same was true for those who commonly participated in the same social activities outside of the work. Several factors were detected in connection with work situations which appeared to have some effect on relationships between workers. The matter of location was indicated to be of significance in this sense. There were definite tendencies by some to direct their cooperative efforts toward those whom they were located nearest

The conditions discussed above produced several

<sup>9/</sup>See Appendix, entry of Sept. 25, Observations, p. 53.

<sup>10/</sup>Ibid., Oct. 9, Observations, p. 58.

<sup>11/</sup>See Appendix, entry of Oct. 9, Observations, p. 58.

<sup>12/</sup>Ibid., Sept. 25, Observations, p. 51.



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at work. Similarly, some of the typists and stenographers showed reluctance to work for other staff officers than the ones with whom they had regularly been associated over a period of time.<sup>11/</sup>

Two factors considered major barriers to stronger relationships generally between the employees were (1) the efficiency rating system, which had the effect over a period of time of placing employees in competition for ratings, with almost inevitable dissension in some cases;<sup>12/</sup> and (2) long emphasis placed upon volume output (production) by management and lower administrative levels, but with little being done to cultivate conditions of cooperative effort as an approach to good production and improved morale.

Daily production records were required of individual workers. These records, maintained over a period of time, had been used as one of the main criteria for determining efficiency ratings. This conditioning to quantity output was also apparent on occasions in communications transmitted from higher authority. As a result, employees felt that they had to compete with their associates in the amount of work handled or be placed in a position of disfavor with their superiors.

The conditions discussed above produced several

<sup>11/</sup> See Appendix, entry of Oct. 9, Observations, p. 58.

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The conditions discussed above produced several

12/ Ibid., Sept. 15, Observations, p. 51.  
13/ See Appendix, entry of Oct. 9, Observations, p. 59.



interesting effects in connection with the relations between the sectional workers. The individual employees showed special concern in the accomplishments of their co-workers. These feelings were more pronounced in certain cases than in others, at times shading off into attitudes of distrust. The stronger feelings of distrust, and expressions of criticism, were more often directed against those who had the reputation of being fast and productive in their work.<sup>13/</sup> The informal expressions of this type frequently took the form of allegations of dishonest work reporting or the "padding" of weekly production reports. Other criticisms of the fast workers were that their work reflected a much higher ratio of inaccuracies. A situation seemed to prevail, as recognized in mass production industries, whereby it was not altogether socially acceptable to excel. The consistently slow workers came in for some criticisms of this nature, however, usually from those who commonly handled greater amounts of work. It was not too uncommon to hear such comments among the staff workers as "they fool around and get behind in their own work, and then expect someone else to do it for them." These informal attitudes, of a negativistic nature, also developed against those reputed to be "in" with the supervisors or management.<sup>14/</sup> It was

<sup>13/</sup> See Appendix, entry of Oct. 18, Observations, p. 61.

<sup>14/</sup> Ibid., Sept. 7, Observations, p. 47.







felt that the existence of such attitudes and conditions had the effect of causing certain ones, especially the staff members, to alter their activity or conduct in order to conform to the feelings or expectations of co-workers. Some of the faster workers would at times actually limit their work output to that which was more nearly "average" for others doing the same work.

Relations Between Employees And Immediate (Unit) Supervisors. The relations existing between first-line supervisors and subordinates were felt to sustain a better state of morale than might have prevailed otherwise. While such relations could be strengthened and supervisory practices at line level improved upon, most of the employees seemed to respect and trust their immediate supervisors. There were occasions when unit supervisors would be criticized because of their actions, failures to act, efficiency ratings, etc., but such criticisms were comparatively minimal.<sup>15/</sup>

There were no significant authoritarian practices detected at unit level, except as possible reflections of influence from higher authority. There was little monitoring of employees by the unit supervisors. They were also reasonably considerate of employees concerning such things as the granting of leave, and similar matters.<sup>16/</sup>

<sup>15/</sup>See Appendix, entry of Oct. 5, Observations, p. 56.

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Discussions of problems were encouraged by a comparatively high degree of mutual understanding between employees and supervisors. Most employees felt free to "talk over" things with their first-line supervisors, and often did.<sup>17/</sup> This helped to reduce the number of unexpressed dissatisfactions, or concealed situations which could have more seriously undermined morale and weakened relations.

supervisors participated very little in management activities.  
Relations Between Line Personnel (Supervisory And

Non-Supervisory) And Management Representatives. The relations between those at operational unit level and those of the middle or top management levels did not reflect mutual understanding and respect, necessary for good morale and most effective operations.<sup>18/</sup> There was a lack of the "we" feeling between the organizational levels. The people at the work level did not closely identify themselves with management interests or problems. Nor was it indicated that upper management had full understanding and appreciation for the insistent, varied problems at the work level.

The attitudes of the line workers toward management at times reflected outright resentment, suspicion, or skepticism.<sup>19/</sup> These feelings were especially noticeable in some of the responses of line workers to information communicated from management.<sup>20/</sup>

<sup>17/</sup> See Appendix, entry of Sept. 15, 27, Observations, pp. 51, 54.

<sup>18/</sup> Ibid., Sept. 19, Observations, p. 52.

<sup>19/</sup> Ibid., Sept. 1, Observations, p. 45.

<sup>20/</sup> Ibid., Nov. 30, Communications, p. 70.



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IV See Appendix, entry of Sept. 12, 27, Observations, pp. 51, 54.  
 18/ Ibid., Sept. 12, Observations, p. 53.  
 19/ Ibid., Sept. 1, Observations, p. 45.  
 20/ Ibid., Nov. 30, Observations, p. 70.



Direct contacts between line personnel and upper management were infrequent, usually confined to general meetings, special matters (reductions, individual transfers, etc.), or to an occasional passing of the time of day.<sup>21/</sup>

The associations between the line supervisors and higher officials in the organization were little different from the relations of non-supervisory personnel. The unit supervisors participated very little in management activities, other than their contacts with the Section Chief.<sup>22/</sup> This circumstance did not contribute to feelings of confidence or to mutual understanding of common interests and problems between levels.

The organizational structure, with its numerous executive and supervisory levels, was significant to internal relationships. The fact that the top management officials did not occupy the same office building with some of the operational sections and divisions was also considered a barrier to closer relations.<sup>22/</sup>

Participation Of Employees In Management Activities. Though this factor is very closely related to the preceding one, it was considered of sufficient importance to discuss separately. The employees at operational level actually had little participation in management activities. Large numbers of employees, numerous supervisory levels, and  
<sup>21/</sup>See Appendix, entry of Sept. 15 and Nov. 24, Observations, pp. 51, 69.  
<sup>22/</sup>Infra, p. 26. entries of Sept. 11, 19, Communications, pp. 33, 34.  
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"say" about the things concerning them in their work. This was true in regard to changes, decisions, etc., emerging from Central Office sources, as well as those originating in the Regional Office.<sup>23/</sup> Changes were often imposed with no advance notice to either rank-and-file employees or unit supervisors.<sup>office and agency.</sup>

It is believed that the most significant effects from the limitations on employee participation and joint consultation were: (1) greater resistance by line workers to administrative changes from above;<sup>24/</sup> (2) less understanding by those at line level of the broad problems of management, in relation to the over-all objectives of the agency and office; (3) restrictions on up-the-line communications, with management only having such information (not always realistic) as is filtered through multiple supervisory levels; and (4) a lack of feelings of esprit-de-corps and of "belongingness," more likely to exist where employees are permitted to share in matters of concern to them.

Two-Way Communications. The two-way system of communication was another factor within the control of agency authorities regarded as being significantly related to morale. The circulation of information through the formal communication channels represented a complex process, due to large numbers of employees, numerous supervisory levels, and

<sup>23/</sup>See Appendix, entries of Oct. 27 and Nov. 20, Communications, pp. 48, 52.

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The extent to which communications influenced morale seemed to be governed mainly by (1) what was communicated; (2) who did the "telling;" (3) how communications were accomplished (manners, methods, etc.); and (4) timing of communications in relation to other information (informal or "grapevine"), circumstances or incidents.

What was communicated. The employees appeared to be much more receptive, and to show a higher interest, when communications had to do with (a) matters bearing upon economic security (retention, reclassifications, etc.),<sup>25/</sup> and (b) matters that affected employees in work situations.<sup>26/</sup>

Communications from higher authorities having to do with personnel matters often favored certain ones, while unfavorable to others. This usually resulted in mixed reactions, with higher or lower morale resulting, depending

<sup>25/</sup>See Appendix, entries of Oct. 27 and Nov. 20, Communications, pp. 63 and 68.

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25/Idib., Sept. 14, Communications, p. 30.



upon whether effects were favorable or unfavorable.<sup>27/</sup> Information communicated which served to remove feelings of wonderment, anxiety, or confusion was also shown to be significant to individual morale.<sup>28/</sup> There was less interest in technical or procedural communications, and especially the numerous written communications received from Central Office.<sup>29/</sup> Communications, however, were numerous, often long, detailed,

and frequently filled with technical jargon.<sup>30/</sup> This condition Who did the telling. Information communicated by the did not stimulate interest, encourage careful reading, or immediate or unit supervisors was considered the most effective for promoting better responses and a better understanding of objectives.<sup>31/</sup> In their contacts with their immediate supervisors, the employees seemed more inclined to talk freely in intent, or scope of information received.<sup>32/</sup> This was true to expressing their own ideas or suggestions.

Most of the up-the-line communications between the a less degree in the formal communications between the Section Chief and the personnel of the section.

While information coming from immediate supervisors seemed most generally effective, there was reason to think that the employees occasionally liked to hear from their few formal communications up from the work level in the form of suggestions or ideas pertaining to work procedures, policy, or personnel matters. The "up" communications seemed directly contacted the group for the purpose of conveying information.

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<sup>27/</sup> See Appendix, entry of Sept. 14, Communications, p. 50.

<sup>28/</sup> Ibid., Nov. 2, Communications, p. 65.

<sup>29/</sup> Ibid., Sept. 7 and Oct. 6, pp. 47 and 57.

<sup>30/</sup> Ibid., Nov. 20, Communications, p. 68.

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See Appendix, entry of Sept. 14, Communications, p. 26.  
 26 Ibid., Nov. 2, Communications, p. 25.  
 27 Ibid., Sept. 7 and Oct. 6, pp. 47 and 57.  
 28 Ibid., Nov. 20, Communications, p. 28.  
 29 Ibid., Sept. 27, Communications, p. 24.



How communications were accomplished. The methods of communication deemed the most generally effective were those requiring direct face-to-face contacts, rather than the written media. The written material did have some advantage of permanence (i.e. for future reference, etc.) over the strictly verbal communication. The Central Office communications, however, were numerous, often long, detailed, and frequently filled with technical jargon.<sup>32/</sup> This condition did not stimulate interest, encourage careful reading, or provide full comprehension of all information communicated. Hence, the written media from Central Office quite often resulted in staff conferences, held to clarify purposes, the intent, or scope of information received.<sup>33/</sup>

Most of the up-the-line communications between the sectional and management levels were in the form of reports. These usually pertained to the type and volume of work processed over a given time, on the basis of individual employees, operational units, and the entire section.<sup>34/</sup> There were very few formal communications up from the work level in the form of suggestions or ideas pertaining to work procedures, policies, or personnel matters. The "up" communications seemed to be affected more by stoppages at various levels than was information (instructions, etc.) communicated from higher authority to line level. This reflects the particular

<sup>32/</sup>See Appendix, entry of Sept. 7, Communications, p. 47.

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organizational structure of the agency, which required the "up" communications to pass through several supervisory and administrative levels to reach upper management. For example, a formal suggestion originating with a staff officer of an operational unit would normally clear through the Unit Supervisor, the Section Chief, and the office of the Division Chief before reaching regional management.

Timing of communications. There were occasions when the attitudes and manners of superiors in relation to the communication of information up and down was of operational level by <sup>35/</sup>informal or "grapevine" information significance to morale. There was a lack of receptivity by some superiors to the voluntary expressions of ideas or suggestions of subordinates. This was most apparent in the staff conferences, general meetings, and employee-supervisory contacts. There were instances in which employees felt that they were given a kind of "brush off" while seeking further information or offering suggestions or ideas. <sup>36/</sup>This gave rise to attitudes of indifference on the part of some of the subordinate workers in regard to the asking of questions or making suggestions. Some of the employees who would have been inclined to speak up more during the course of meetings or conferences, felt that it was best to remain silent. <sup>37/</sup>Similarly, employees were deterred from submitting formal, written suggestions for improvement. This circumstance seemed to reflect underlying fears of negative reactions,

<sup>35/</sup>See Appendix, entry of Oct. 23, Communications, p. 62.

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<sup>35</sup>See Appendix, entry of Oct. 22, Communications, p. 22.  
<sup>36</sup>Ibid., Oct. 12, p. 21.  
<sup>37</sup>Ibid., Sept. 7, p. 20.



embarrassment before fellow-workers, or possible reprisal from superiors. The condition was not so noticeable within the units, where the immediate supervisors were in charge, as in the two-way communications between different levels. There was less reluctance by the employees to freely express themselves to their immediate supervisor.

Timing of communications. There were occasions when official communications from management were preceded at operational level by the informal or "grapevine" information.<sup>38/</sup> This was indicated to be due to delay by management in conveying information, or to stoppages at divisional, sectional, or unit supervisory levels. There was a lack of coordination in the releasing of information in the different divisions and sections. Where the employees of one division were officially provided certain information, while those in other divisions were not, rumors invariably developed and spread. This was the cause of a certain amount of anxiety, aimless questions, and confusion among the sectional workers, and occasional embarrassment to line supervisors.<sup>39/</sup> The supervisors were sometimes placed in position of not being able to answer questions of subordinates for the reason that valid information had not been made available.

<sup>38/</sup> See Appendix, entry of Nov. 24, Observations, p. 60.

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Promotional Possibilities And Employee Development.

Some factors having relevance to morale assumed significance because of their absence. The lack of a systematic program for employee advancement and development was of this category.

The prevalent attitude, especially among the staff and lower supervisory personnel, was that there was virtually no possibility for advancement to higher jobs in the particular office.<sup>40/</sup> There were also underlying feelings that management had little real desire to train and otherwise equip employees to assume higher positions.<sup>41/</sup> Whether this was actually the case was doubtful. Regardless of the causes, the existence of these attitudes did not contribute to a healthy morale situation. Those who were possessed of ambition, and who had qualities suitable for development, were not motivated to exercise the full abilities of which they were capable. The older employees, who had worked many years with the government, and the women employees, seemed less affected by this circumstance. There were several who seemed contented to just maintain their present status. But this was not true for the majority of the personnel, who wanted to feel that they had opportunity to advance on merit.

<sup>40/</sup>See Appendix, entry of Nov. 24, Observations, p. 69.

<sup>41/</sup>Ibid., Sept. 19, p. 52.



THE HISTORY OF THE UNITED STATES

The history of the United States is a story of a people who have grown from a small colony of English settlers to a great nation of free men and women. The story begins in 1492 when Christopher Columbus discovered the New World. The first English settlers came to the United States in 1607. They were the first of many waves of immigrants who came to the United States in search of a better life. The United States has a long and rich history of freedom and democracy. The story of the United States is a story of a people who have fought for their rights and for the rights of others. The story of the United States is a story of a people who have built a great nation out of a small colony.

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Physical Conditions Of Work. While the physical conditions of work were not considered major factors affecting morale, they were indicated as causes of some dissatisfaction.<sup>42/</sup> The large number of people crowded into a limited space, with very few private offices, did not represent ideal work conditions. Room ventilation and its temperature was a problem.<sup>43/</sup> There was a considerable amount of noise within the building, as well as on the outside.

The Division, of which the Section studied was one part, occupied a separate building from those occupied by the other divisions. Probably the factor of paramount significance under most of the other divisions and regional management. The this category was the military status of employees, or the scattered locations of the various divisions did not contribute to closely coordinated activities between the different segments of the office having related functions. This also affected the relationships between the organizational levels, and the two-way communications. and had reason to feel that they might be called to active duty. The uncertainty of not knowing what the future would bring, and inability to plan with any assurance seemed to

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Personal Problems Of Employees Independent Of The Job. Probably the factor of paramount significance under

this category was the military status of employees, or the status of someone in the immediate families of employees.<sup>44/</sup>

A number in the group were members of reserve components, and had reason to feel that they might be called to active duty. The uncertainty of not knowing what the future would bring, and inability to plan with any assurance seemed to affect morale in some cases.<sup>45/</sup> Others were apprehensive for

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<sup>44/</sup> See Appendix, entry of Sept. 5, Observations, p. 46.

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<sup>47/</sup> See Appendix, entry of Sept. 12, Observations, p. 49.

<sup>48/</sup> Ibid., entries of Sept. 25 and Oct. 18, pp. 55, 60.



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Job. Probably the factor of paramount significance under this category was the military status of employees, or the status of someone in the immediate families of employees. A number in the group were members of reserve components, and had reason to feel that they might be called to active duty. The uncertainty of not knowing what the future would bring, and inability to plan with any assurance seemed to affect morale in some cases. Others were apprehensive for the safety of members of their family who were already in active combat in Korea.

Financial problems were also of general concern to the group, and especially the rising cost of living. Some of the employees, however, seemed to be confronted with

<sup>44</sup>See Appendix, entry of Sept. 5, Observations, p. 46.

<sup>45</sup>Ibid.

<sup>46</sup>Ibid., entries of Sept. 7 and Nov. 5, pp. 47, 48.



greater financial worries, due to the size of their family, the acquiring of new property, unexpected medical expenses, or a combination of such factors.

The uncertainties resulting from congressional Health factors were indicated as being of some <sup>49/</sup> significance to individual morale. During the period this was noticeable in regard to possible reductions in personnel, especially on the part of the ones who felt that they might be affected. The <sup>47/</sup> nature of Congress in reducing the operating budget of the agency, with resulting curtailments of personnel, was always a possibility. Regardless of justification otherwise, this circumstance did not provide all the employees with the high degree of security which Weather Conditions. The weather factor is possibly of minor significance, as compared with other factors affecting morale. It was definitely indicated, however, that the day-to-day moods and reactions of the personnel did fluxuate some according to weather conditions. <sup>48/</sup>

The employee rating system was another factor related to morale which was subject to modification by Congress. Congressional Actions Affecting Personnel. The broad laws and regulations governing the activities of federal agencies are, of course, products of congressional enactments. Many of the factors affecting the economic security of employees, and job satisfaction, are also contingent upon acts of Congress and the administrations of the Civil Service Commission. This would include the

<sup>47/</sup>See Appendix, entry of Sept. 12, Observations, p. 49.

<sup>48/</sup>Ibid., entries of Sept. 25 and Oct. 16, pp. 53, 60.



greater financial worries, due to the size of their family, the acquiring of new property, unexpected medical expenses, or a combination of such factors.

Health Factors were indicated as being of some significance to individual morale. During the period this study was conducted, several employees were confronted with ailments, afflictions, or accidents of a nature that caused them concern. Some of these conditions were chronic (stomach ulcers, arthritis, etc.), while other types developed suddenly, requiring hospitalization and surgery.

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48/Idid., entries of Sept. 22 and Oct. 16, pp. 53, 60.  
49/See Appendix, entry of Sept. 12, Observations, p. 49.



hiring of personnel, wage schedules, hours, reductions-in-force, job classifications, employee ratings, and the dis-charge of undesirable employees.

The uncertainties resulting from congressional actions seemed a primary cause of feelings of insecurity. This was noticeable in regard to possible reductions in personnel, especially on the part of the ones who felt that they might be affected. The action of Congress in reducing the operating budget of the agency, with resulting curtailments of personnel, was always a possibility. Regardless of justification otherwise, this circumstance did not provide all the employees with the high degree of security which the outside public seems to accept as one of the main values of federal employment.

While there was general satisfaction with the pay, hours, and leave privileges, there was concern about the possibility of modifications of existing provisions.

The employee rating system was another factor related to morale which was subject to modification by Congress.

A change of this type actually developed during the course of this study, and caused varied effects on the morale of many employees.

<sup>49</sup>/See Appendix, entry of Sept. 1, Observations, p. 45.

<sup>50</sup>/Ibid., Oct. 2, Observations, p. 55.

<sup>51</sup>/Ibid., Nov. 20, Communications, p. 68.



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51/Ibid., Nov. 20, Observations, p. 68.



The reclassification of positions and grades also resulted from congressional acts. Such a development came about during the time this study was being conducted.<sup>52/</sup>

Though agency authorities have in recent years been given increased freedom in the hiring of personnel, such actions are subject to standards set by Congress and the Civil Service Commission. The same is true in regard to the discharge of employees for reasons other than normal reduction-in-force. In the latter instance, supervisors or other officials are reluctant to instigate action for the removal of personnel known to be incompetent, due to the involved procedure that must be followed. While this condition offers a certain amount of security to employees, it has a pronounced disadvantage in that agency management finds it extremely difficult to rid itself of personnel found to be unsuitable. The almost inevitable result is that there will be a certain amount of "dead wood" maintained on the personnel roles. This was the case in the office studied.

Any improvement would likely be reflected to the public as better services, which is the main objective of management.

Recommendation 1. A management and supervisory training program designed to (1) provide understanding and  
52/ See Appendix, entry of Oct. 19, Communications, p. 58.  
 leadership practices, (2) foster better understanding of the principles, processes and purposes of communication



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both within groups and between groups, and (3) enable a better mutual understanding between management and supervisors of common problems, interests, and objectives. This

### RECOMMENDATIONS

The findings and conclusions discussed in the preceding chapter point to a need for improvement in morale conditions and the internal communications of the organization studied. It was also established that some of the factors affecting morale were not subject to complete control by agency authorities. But there are other elements related to morale which Central Office and regional management can influence through their administrations, policies, and practices. It is the latter category with which this chapter deals primarily, with emphasis on possible means of improvement at field office level.

It should be reiterated that the recommendations given here do not represent a panacea to the basic problems considered. There is reason to believe, however, that the effective application of the suggestions which follow would result in some improvement in morale and communications. Any improvement would likely be reflected to the public as better services, which is the main objective of management. should be provided the opportunity to further develop and

Recommendation 1. A management and supervisory training program designed to (1) provide understanding and appreciation of the basic human elements involved in sound leadership practices, (2) foster better understanding of the principles, processes and purposes of communication



### CHAPTER III

#### RECOMMENDATIONS

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##### Recommendation 1. A management and supervisory

training program designed to (1) provide understanding and appreciation of the basic human elements involved in sound leadership practices, (2) foster better understanding of the principles, processes and purposes of communication



both within groups and between groups, and (3) enable a better mutual understanding between management and supervisors of common problems, interests, and objectives. This presupposes that management itself must take the lead in promoting any program of executive and supervisory development. A basis for such training might be the personnel manuals, supervisory guide manuals, and similar material obtainable from Central Office sources. Opportunity should be allowed, of course, for discussion of specific problems which the individual participants have experienced. ~~first-hand~~ A training program of this type should be conducted systematically and continuously. It should include all supervisory levels. The ultimate results should be improvement in supervisory and leadership practices, and a strengthening of the relationships between organizational levels.

Recommendation 2. Provision for the development of employees and a sound promotional program. Insofar as possible, management should constantly strive to discover undeveloped capacities of employees and allow opportunity for development. Certainly the employees with special ability should be provided the opportunity to further develop and exercise that ability. There should be more emphasis on the training of employees to assume greater responsibilities. Such training would be a stimulus to morale, even though promotion may not be assured in every case.

1/Supra, p. 10.  
2/Supra, pp. 13, 14.



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Along with any program of management to develop employees, and as a part of such a program, there should be a well-operating promotion system. The lack of such a system, or its relative ineffectiveness as applied, was a significant factor affecting the morale of the group.<sup>1/</sup>

If the necessary plans for the setting up and operation of an effective promotion program are not obtainable from agency sources, they may be acquired from the Civil Service Commission. Through its inspection service the Commission would probably provide, on request, first-hand assistance in the setting up of a sound program, or modification of any existing program. The main objective here should be to provide field employees the opportunity to advance to better jobs and correspondingly higher pay on the basis of qualifications.

Recommendation 3. Allowance for increased participation of line employees in management activities.<sup>2/</sup> One or two individuals or a small group should not be left to make virtually all the decisions which will affect an entire section or division. Yet, this practice was found to be prevalent in the office with which this study dealt.

It is believed that the best means for bridging the gap between the organizational levels would be for management to open more of its conferences to representative personnel

<sup>1/</sup>Supra, p. 25.

<sup>2/</sup>Supra, pp. 18,19.



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of the operational segments. The first-hand knowledge of the practical aspects of operations possessed by the immediate supervisors could certainly be utilized to an advantage. Similarly, others from among the rank-and-file workers could, if given the opportunity, contribute technically and humanly to improved mutual understanding.

Management could effectively supplement its present coordination and planning functions, and related activities, with a committee or board representative of the different sections, divisions and organizational levels. This committee should concern itself with the discovery of significant problems (operational and personnel) arising out of the day-to-day activities at line level, the analysis of such problems as are detected, and recommendations to management for possible solutions. It could meet at regular intervals, or more often if special developments warranted. Membership on the committee should be alternated to allow for the participation of more employees. This would not only permit employees to have a greater share in management matters, but should result ultimately in better coordination, and generally more effective operations.

Recommendation 4. The elimination of some of the supervisory levels. This recommendation is advanced as another possible step that would help to bring the upper and lower levels of the organization closer together, and







to improve communications.<sup>3/</sup>

It is believed that a careful on-the-spot inspection by officials of the Coordination and Planning Division of Central Office would establish the need for such an accomplishment. The particular positions to be abolished or merged could also be arrived at through a survey of this type.

A decrease in supervisory levels could be brought about partially through a merger of some of the units and sections. This would be possible since several of the operational segments have closely related functions, and in some cases the activities are overlapping. Several of the Assistant Chief positions at sectional and divisional level could be abolished without adverse effects on operations. This would place more work on the chiefs of the sections and divisions, but not to an extent that would prevent their effective handling of normal responsibilities. Lower supervisors could be used as "Acting Chiefs" of sections or divisions when necessary.

Recommendation 5. More suitable office space. The different operational branches of the Regional Office should be brought together in one office building. This should provide a higher degree of unity, better inter-sectional and inter-divisional coordination, and improved services to the public. It would also help to improve relationships by

<sup>3/</sup>Supra, pp. 18-19.



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removing one of the presently existing barriers to more effective two-way communications.<sup>4/</sup>

to act. Too many decisions were made for the personnel in the operational units and enforced on them.

Recommendation 6. Modification of existing policies, practices, and procedures so as to create greater

The practice of varying work assignments could be job interest and employee motivation. A first step toward the achievement of the above would be to provide better interest and enthusiasm. This could be applied more in standards of individual and group performance. A certain connection with the clerical jobs than the staff work. amount of individual frustration in the organizational Due to the varied types of clerical duties required, there units arose from a lack of understanding of over-all objectives and possibilities for the rotation of personnel in tives in relation to unit activities. Too many employees job assignments within the sections. This would allow were left with feelings of uncertainty as to what their increased variety in the work of those who would otherwise superiors really expected of them. Both management and be subject to a continuously routine job. It would also line supervisors should strive to establish and maintain make the working force generally more flexible, which is reasonable standards, and to keep individual employees always an advantage due to absences, resignations, and informed as to what constitutes a good days work as far similar developments.

as they are concerned. The personnel should also be pro-

Staff officers could be given more special assignments more uniform concepts of the over-all objectives of the organization. All activities should be related to the achievement of specific objectives. It would be possible to develop coordinators within the units and divisions who could pursue a continuing review

There should be more allowance for the exercise of initiative and originality by individual employees in the work, but would make employees more on the alert to help work performance. Increased authority should be delegated from higher-up, to the extent that line supervisors and staff officers would be trusted to make more of the decisions inherent in the work. There is little need to planning activities.

<sup>4/</sup>Supra, p. 26.



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### Recommendation 5. Modification of existing policy

also, processes, and procedures so as to create greater job interest and employee motivation. A first step toward

the achievement of the above would be to provide better standards of individual and group performance. A certain amount of individual frustration in the organizational units arose from a lack of understanding of over-all objectives in relation to unit activities. Too many employees were left with feelings of uncertainty as to what their superiors really expected of them. Both management and line supervisors should strive to establish and maintain reasonable standards, and to keep individual employees informed as to what constitutes a good day's work as far as they are concerned. The personnel should also be provided more uniform concepts of the over-all objectives of the organization. All activities should be related to the achievement of specific objectives.

There should be more allowance for the exercise of initiative and originality by individual employees in the work performance. Increased authority should be delegated from higher-up, to the extent that line supervisors and staff officers would be trusted to make more of the decisions inherent in the work. There is little need to



recruit personnel for responsible work, provide them with title and grade, and then not allow them real authority to act. Too many decisions were made for the personnel in the operational units and enforced on them. There were few in the practice of varying work assignments could be used to a greater extent, as a means of stimulating job interest and enthusiasm. This could be applied more in connection with the clerical jobs than the staff work. Due to the varied types of clerical duties required, there are ample possibilities for the rotation of personnel in job assignments within the sections. This would allow increased variety in the work of those who would otherwise be subject to a continuously routine job. It would also

Recommendation 7. Improvement in certain of the activities and functions of the Personnel Division of the Regional Office. It is believed that the personnel similar developments.

Staff officers could be given more special assignments periodic personnel audits to (1) survey the policies and practices actually being applied in the various organizational segments, and (2) determine the effectiveness of units and divisions who could pursue a continuing review of procedures. A system of this type would not only help of procedures. A system of this type would not only help morale, but would make employees more on the alert to help supervisors, and management. Surveys of this kind could be management make the work more interesting or to eliminate accomplished by representatives of the Personnel Division, cumbersome and costly procedures. Such a plan could be with the cooperation and assistance of other management carried out as a supplement to other coordination and

planning activities.

Report, Survey of Nov. 20, Communications, p. 60.



recruit personnel for responsible work, provide them with title and grade, and then not allow them real authority to act. Too many decisions were made for the personnel in the operational units and enforced on them.

The practice of varying work assignments could be used to a greater extent, as a means of stimulating job interest and enthusiasm. This could be applied more in connection with the clerical jobs than the staff work. Due to the varied types of clerical duties required, there are ample possibilities for the rotation of personnel in job assignments within the sections. This would allow increased variety in the work of those who would otherwise be subject to a continuously routine job. It would also make the working force generally more flexible, which is always an advantage due to absences, resignations, and similar developments.

Staff officers could be given more special assignments appropriate to individual abilities and interests. It would be possible to develop coordinators within the units and divisions who could pursue a continuing review of procedures. A system of this type would not only help morale, but would make employees more on the alert to help management make the work more interesting or to eliminate cumbersome and costly procedures. Such a plan could be carried out as a supplement to other coordination and planning activities.



There was indicated need for increased recognition of individual employees by superiors, of a type that would serve as incentive to greater effort, and also help to create feelings of belonging and security. There were few instances where individual employees were made to feel "special," although held accountable for their mistakes on an individual basis. The supervisors and management could, and should, do more to make capable employees feel that their efforts are recognized and appreciated. This is especially important due to the present system of employee rating, which offers little opportunity for differentiating recognition of all the personnel.<sup>5/</sup>

Recommendation 7. Improvement in certain of the activities and functions of the Personnel Division of the Regional Office. It is believed that the personnel work of the office could be constructively improved by periodic personnel audits to (1) survey the policies and practices actually being applied in the various organizational segments, and (2) determine the effectiveness of such policies and practices in relation to job satisfaction, and the attitudes of employees toward their co-workers, supervisors, and management. Surveys of this kind could be accomplished by representatives of the Personnel Division,

with the cooperation and assistance of other management

<sup>5/</sup> See Appendix, entry of Nov. 20, Communications, p. 68.







representatives and supervisors. Carefully devised questionnaires could be utilized for deriving significant information (orally and written) from both supervisory and non-supervisory personnel.

Existing conditions pointed to a need for improvement in the hiring and placement functions of the Personnel Division. This is important to a federal office, due to the fact that it is not always easy to "fire" incompetent employees once they accepted in the organization.<sup>6/</sup> Ability to perform the technical aspects required in jobs can be reasonably established by usual Civil Service testing methods. These methods are not too effective, however, for disclosing the mental attitudes and interests of persons to be employed. Special effort should be made during the course of the preliminary employment interviews to determine the underlying attitudes of prospective employees, as well as their interests, expectations, and capabilities. Greater selectivity of this type should result in fewer cases of dissatisfied or non-productive employees. Those responsible for final selection of new employees should constantly analyze their techniques (interviewing, etc.) for the purpose of remedying any defects.

Follow-up interviews could be used to a much greater

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extent, as a supplement to the employment interviews. This would better enable the detection of significant reactions, after an employee is brought in contact with his particular work, and work environment. It should also make new personnel appreciative of the interest shown them, and inspire confidence.

Recommendation 8. Specific improvements in the two-way communication process. The effective application of the preceding recommendations should do much to strengthen the communication system of the regional office. There were some specific needs in connection with the internal communications, however, regarded as being sufficiently important to consider here. These suggestions are listed according to their applicability to either the up-the-line or down-the-line communications of the organization.

Improvement of communications up by:

(1) Genuine effort by management and supervisors

to encourage the flow of suggestions, criticisms, and ideas upward. In the group meetings and staff conferences, employees should be invited to express their ideas and suggestions. Much of the written material coming to the operational units is either superfluous or useless. This was especially basis for "discussion" meetings, the regulations or procedures should not be merely read and explained in a manner that implies



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### Improvement of communications up by:

- (1) Genuine effort by management and supervisors to encourage the flow of suggestions, criticisms, and ideas upward. In the group meetings and staff conferences, employees should be invited to express their ideas and suggestions. Where written communications are the basis for "discussion" meetings, the regulations or procedures should not be merely read and explained in a manner that implies



the employees are not capable of reading and understanding the material themselves.<sup>7/</sup> There should be more full, frank discussions, in which all are given opportunity to participate on an equal basis.

- (2) Willingness on the part of management representatives to acknowledge and act on suggestions. Greater interest should be shown by supervisors and management in attempting to use employees' ideas or suggestions. If ideas or suggestions are not suitable for adoption, those expressing them should be provided full understanding as to the reasons why. Certainly, supervisors and management should show sincere receptivity to suggestions offered, though the suggestions may not be feasible.

Improvement of communications down by:

- (1) A more careful selection of material to be communicated, and the elimination of non-essentials. Much of the written material coming to the operational units is either superfluous or useless. This was especially

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<sup>7/</sup>See Appendix, entry of Sept. 7, Communications, p. 47.



the employees are not capable of reading and understanding the material themselves. There should be more full, frank discussions, in which all are given opportunity to participate on an equal basis.

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true in regard to the Central Office communications pertaining to regulations and procedures. The latter would often flow downward in the form of advance teletype instructions, correspondence, and final regulations (all pertaining to the same general subject).

- (2) Inclusion of sufficient background information to assure that subordinates will be fully informed. The basic purposes or "why" back of communications should be given.
- (3) The proper timing of information released.<sup>8/</sup> Information of general interest should be released so that personnel of the different sections and divisions receive it at about the same time. The supervisors should be given significant information in advance of their subordinates. Where changes are involved, advance knowledge should be given through official sources, rather than imposing changes without warning.
- (4) Improved methods of presentation from the standpoint of simplicity, clarity and tone. The format and language of the written communications, and particularly those from

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<sup>8/</sup>Supra, p. 24.



time to be in the Central Office...  
...to be in the Central Office...  
...to be in the Central Office...  
...to be in the Central Office...

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Central Office, too often did not invite reading and provide for clear understanding.<sup>9/</sup> It would be an improvement to get rid of much of the technical jargon, so common in this type of communication. The increased use of specially trained writers at Central Office should contribute much to central-field communications. In any event, there should be ample "screening" facilities to assure that communications going to field offices would be understood as intended by the source of origin in Washington.

<sup>9/</sup>Supra, pp. 21-22.



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Sept. 1, 1950

Observations:

# APPENDIX

Weather--fair; work day--temperatively light; Friday, the day before a holiday weekend.

## CHRONOLOGICAL RECORDING OF VARIED OBSERVATIONS AND COMMUNICATIONS RELATED TO MORALE

The information noted under this appendix was derived from direct observation or participation of the writer in formal or informal work activity and related situations. The record was maintained for a period of several months. It is recognized that all incidents, comments, and communications of relevance to morale could not be known and recorded. Due to the compactness of the section, however, it was not too difficult to have knowledge of what was "going on" most of the time. The Section occupied one entire floor of an office building, with only three small offices for the Section Chief and his assistant. There were about sixty-five employees in the Section, including the Chief, Assistant Chief, and three Unit Supervisors. Higher authorities included a Division Chief, Regional Management, and the Central Office.

active military service. Was also stated that employees entering service would be considered for promotion, etc., as if they remained on the job. Reactions: generally favorable for those concerned, with skepticism as to consideration for promotion while away in service. Feelings reflected some distrust of management in the application of the policies.

Overall: On the whole, individual morale was fair--though low in individual cases. Little tension due to work pressure. Was obvious satisfaction because of the holiday weekend.



## APPENDIX

### CHRONOLOGICAL RECORDING OF VARIOUS OBSERVATIONS AND COMMUNICATIONS RELATED TO MORALE

The information noted under this appendix was derived from direct observation or participation of the writer in formal or informal work activity and related situations. The record was maintained for a period of several months. It is recognized that all incidents, comments, and communications of relevance to morale could not be known and recorded. Due to the compactness of the section, however, it was not too difficult to have knowledge of what was "going on" most of the time. The Section occupied one entire floor of an office building, with only three small offices for the Section Chief and his assistant. There were about sixty-five employees in the Section, including the Chief, Assistant Chief, and three Unit Supervisors. Higher authorities included a Division Chief, Regional Management, and the General Office.



Sept. 1, 1950

**Observations:**

Weather--fair; work load--comparatively light; Friday, the day before a holiday weekend.

A rumor was circulating that due to a prior act of Congress some of the personnel of the section would be subject to a future reclassification and downgrading of their positions. There was obvious concern shown by some, and little interest on the part of others who felt that they would not be affected.

Heard two strong criticisms of the Personnel Division concerning its selective process in the recruiting of employees for a new branch of the agency. Both parties were seeking a transfer. Both seemed to feel that they had been unfairly discriminated against, but did not know just how or why.

Military status of certain employees, and possible calls into active service, was the main topic of informal conversation. Was some joking between employees on the subject, but there was very definite concern and apprehension shown by others.

**Communications:**

Section Chief called a meeting of the typists and stenographers in his office for the purpose of communicating the desire of management that more attention be given to the care of equipment. A training school was suggested, which brought a negative response. General reaction was negative, though there was probably little effect on morale.

A communication was received from the Personnel Division informing employees of the policies pertaining to reemployment rights of those called into active military service. Was also stated that employees entering service would be considered for promotion, etc., as if they remained on the job. Reaction: generally favorable for those concerned, with skepticism as to consideration for promotion while away in service. Feelings reflected some distrust of management in the application of the policies.

Morale: On the whole, individual morale was fair--though low in individual cases. Little tension due to work pressure. Was obvious satisfaction because of the holiday weekend.



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Sept. 5, 1950

**Observations:**

Weather--cool; several absent; work volume still light.

Supervisors asked some of the ones present to assume the work of those who were absent.

Heard three or four staff members express dissatisfaction with the work distribution between personnel, with indicated feelings being that the superiors should take action to more equally distribute work between individuals and between operational units.

One controversial discussion was noted between work associates over procedures. The issue seemed to have developed from varied interpretations of written and oral instructions. Was finally settled by an opinion from a unit supervisor.

The world situation and possible military calls were the main topics of conversation. The state of uncertainty, to which several of the group with military status were subject, seemed to be causing some apprehensiveness. The husband of one of the clerical employees had been alerted for active duty as a reservist; the son of another was in Korea.

**Communications:**

The only significant communication noted was in the form of a letter received by a typist from the Suggestion Committee telling her that a previously submitted suggestion had been accepted. It was indicated that she would receive a monetary award of \$10.00, and her suggestion given local application in the regional office system, and referred to Central Office for further consideration. This probably served as a minor stimulus to the individual morale of the one concerned.



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Sept. 7, 1950

**Observations:**

Weather--cool; some increase in volume of work; plenty to do without real pressure.

Heard one criticism of a typewriter, with the typist claiming that she could not keep up with the work well with the machine she had. She stated that she asked for another machine several days previously, with no result to date.

Significant topics of conversation centered around the Korean war and rising prices. There seemed to be general concern over increased prices, but certain ones showed more concern over military developments than did others.

Heard one staff officer criticizing another staff member because of the alleged efforts of the latter to gain special attention from his superiors.

**Communications:**

A new procedural instruction from Central Office was the basis for a one and one-half hour meeting of staff officers in the office of the Section Chief. The particular communication was read and the interpretations of the supervisors imparted to the group. Not many questions were asked and few voluntary comments made during the meeting. Section Chief also pointed out that work volume was beginning to increase; that everyone should watch the "little things" as starting to work and quitting exactly on time, etc. Reactions: that the meeting was far too long for what needed to be accomplished; that it was better to keep quiet in such meetings, rather than risk unfavorable response from superiors. The effect on morale was probably negative.



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Sept. 11, 1950

**Observations:**

Weather--cloudy, cool; considerable increase in the amount of incoming work; only a few were absent.

One employee left voluntarily for military duty, vacating a clerical position. There was some concern among the other clerical workers as to who, if anyone, would be selected to fill the vacated position.

**Communications:**

A long, detailed instruction was received from Central Office, and was followed by unit meetings concerning the changes it involved. Feelings of both the supervisors and staff were that the new procedures were unnecessary. The underlying purposes were not set out in the basic communication. If morale was affected, it derived from the group being in position of having to comply with "orders" from higher authority which did not seem basically sound for field application.

Morale: There seemed to be some feelings of tenseness, probably due to the much heavier volume of work. Some of the staff employees were finding it difficult to stay current in the work they were assigned to handle. Individual production was reasonably good, though little enthusiasm was apparent.



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Sept. 12, 1950

**Observations:**

**Weather--rainy; work load--heavy for all.**

There was further speculation among several as to who would be selected to fill the job vacated by the employee who entered military service. The matter was of interest to several, since it would represent an advancement for them. Informal comments reflected some feelings of skepticism and doubt that fair and impartial consideration would be given by higher authorities in the filling of the position.

Several employees who were starting to leave one or two minutes before the regular quitting time were stopped by the Section Chief. The reactions of those concerned appeared to be outwardly unaffected, but it is believed that they were inwardly harboring embarrassment and resentment.

**Communications:**

Two or three were bothered with sinusitis and arthritis, with their conditions being made worse by the bad weather. The moods and attitudes of those so afflicted were believed to undergo some changes as a result of the weather. This was indicated as being true for the entire group, to some extent.

**Communications:**

**No significant communications noted.**

**Morale:** On the whole, individual morale was fair; low in several cases.

The Section Chief called a meeting of the typists, clerks, and stenographers to inform them of a new plan for blanket job descriptions for each job classification, as opposed to the past policy of having each employee write his own description. There were mixed reactions--some favoring the plan, while others did not. Strong criticisms were voiced by one or two who contended that the plan was unfair since certain ones with the same classification actually do different types of work.



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## Communications:

No significant communications noted.

Morale: On the whole, individual morale was fair; low in several cases.



Sept. 14, 1950

Observations:

Weather--continued rainy; work volume--heavy.

One staff worker resigned to accept a job with a private concern. He indicated that he was very pleased over the development, even though his earnings would be less at the beginning; considered that he would have more secure employment, and a much better opportunity to advance according to his ability.

Several employees were considerably behind, though the over-all production seemed reasonably good. There was little real work enthusiasm or other indications of job satisfaction. The personnel seemed to be merely following a routine pattern in the work performance to which they had long been accustomed.

Communications:

One of the operational units had a meeting for the purpose of allowing the supervisor opportunity to explain a changed system of work allocation. Written instructions were also distributed during the course of the meeting. General feelings seemed to be that the new system would provide more equal distribution of the work. This was significant, since there had been feelings among several of the employees that certain ones were not handling their share of the work, or were being favored as to the amount of work assigned them.

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Sept. 15, 1950

**Observations:**

Weather--cloudy, with some rain; work volume heavy.

Heard one pronounced criticism (informal) of the efficiency rating system as administered in the section. Was alleged that some employees who were given higher ratings did not deserve them.

Different ones were observed talking with the unit supervisors during the day. The line supervisors were seen talking with the Section Chief, both individually and in groups, several times. There were no known contacts between the line personnel and authorities above line level.

**Communications:**

A written communication from Central Office was circulated, which allowed added credit toward job retention for those who could establish that they had National Guard or Organized Reserve time prior to their federal employment. This brought favorable reactions from several who would acquire added job retention points, making their position more secure. Others, however, either remained unaffected (female employees, etc.), or were faced with the prospect of being lowered on the list due to some moving ahead of them. There were mixed reactions and morale effects.

There were calls in regard to changes in procedures (matter of local policy). There were some fears that the change might help to stand still work somewhat, but would consume more man hours. Reaction was not favorable. General attitude seemed to be "if they want it, that is what we will do." Underlying views seemed to reflect a kind of indifference, developing from the feelings that what was to be done had already been decided by higher authorities, and that there was nothing to do but "fall in line." Communications of this type, received without advance warning, and to which the group was not favorably disposed, appear to affect morale adversely.



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Sept. 19, 1950

Observations:

Weather--cloudy, warm; a number were absent (both sick and annual leave); work volume--continued heavy.

Several in the group became more concerned over possible calls to military service as a result of news articles indicating that future calls for reserve officers and enlisted men would be increased. Some thought that they would be affected, but the majority of those concerned seemed to be in a position of not knowing.

Heard one informal discussion revolving around the routine nature of the work, with limited opportunity to assume the initiative. Remarks reflected some feelings that those in authority did not want to share any of their responsibilities with their subordinates, but wished to keep those under them clothed with limited responsibility and authority.

Some were having difficulty in staying up in their work. Those in one of the units were much busier due to the heavier flow of work to the particular unit. The amount of work going to each unit seemed out of balance. As a result, some employees were under less pressure in their work than were others.

Communications:

Unit meetings were called in regard to changes in procedures (matter of local policy). Feelings were that the change might help to standardize work somewhat, but would consume more man hours. Reaction was not favorable. General attitude seemed to be "if they want it, that is what we will do." Underlying views seemed to reflect a kind of indifference, developing from the feelings that what was to be done had already been decided by higher authorities, and that there was nothing to do but "fall in line." Communications of this type, received without advance warning, and to which the group was not favorably disposed, appear to affect morale adversely.



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Sept. 27, 1950

Sept. 25, 1950:

Observations: dry; work--still heavy; several absent.

Weather--fair, warm; work volume--heavy for all. One employee who was approved by his superiors was displeased. He

A grapevine rumor was circulating that those with a military status (subject to call) were being discriminated against in the filling of position vacancies or new positions. This seemed to have developed from an occurrence in another division of the regional office. Reactions were unfavorable among those having knowledge of the matter, and especially the ones who were members of military reserve components. Nothing authentic could be obtained. Some would catch up their own assigned work and then remain idle. The ones

A new clerical employee (man) was assigned to the section. The new employee seemed happy that he had been hired; expressed the view that his earnings and hours of work would be better than he could have found elsewhere. They then direct their cooperative efforts indiscriminately. Work performance was good. Special attention was given by the writer to the informal associations among the employees of the group. Those with common military interests and affiliations seemed more closely allied together at work. The same held true for the ones who were known to associate together in outside social activities. They were observed in the office of the Section Chief (purpose unknown).

While there was still some tenseness due to the volume of work, the employees seemed in better spirit than during the past several days. The better weather conditions were thought responsible for less moodiness than had prevailed. The personnel concerned new procedural changes that

Communications: management wanted put into operation. The group was attentive, asked several questions. No significant communications noted. One of ideas during the meeting. Some of the informal comments made after the meeting indicated both approval and disapproval of the changes. The reactions generally reflected indifference that had grown from past experiences of the line personnel in being confronted with changes from above over which they had little or no control.



Sept. 28, 1950

## Observations:

Weather--fair, warm; work volume--heavy for all.

A grapevine rumor was circulating that those with a military status (subject to call) were being discriminated against in the filling of position vacancies or new positions. This seemed to have developed from an occurrence in another division of the regional office. Reactions were unfavorable among those having knowledge of the matter, and especially the ones who were members of military reserve components. Nothing authentic could be obtained.

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## Communications:

No significant communications noted.



Sept. 27, 1950

55

Oct. Observations:

Weather--cloudy; work--still heavy; several absent.

One employee having difficulty in getting leave approved by his superiors was displeased. He claimed that others had been given leave; that he had asked for the leave well in advance for the particular time. Blame seemed to be directed at the Section Chief's immediate supervisor that he would be permitted to take leave at the time. While production was generally good, there were several who were unable to keep current in the amount of incoming work they were expected to handle. Some of the faster employees would help others, while some would catch up their own assigned work and then remain idle. The ones receiving assistance were not always the ones who seemed to need help the most. This probably reflected the informal relationships, which prompted some to help certain of their closer associates rather than direct their cooperative efforts indiscriminately. Work performance was routine, with little enthusiasm shown. The only feelings of satisfaction seemed to come from not getting "caught up."

Several were observed talking with the unit supervisors during the day, and one or two of the line employees were observed in the office of the Section Chief (purposes unknown). Personnel of the section over a period of several years; that those who could obtain more secure employment elsewhere, rather than "hang on" under such circumstances.

A unit meeting was held between supervisors and staff officers for the purpose of conveying to personnel concerned new procedural changes that regional management wanted put into operation. The group was attentive, asked several questions, and offered a few voluntary expressions of ideas during the meeting. Some of the informal comments made after the meeting indicated both approval and disapproval of the changes. The reactions generally reflected indifference that had grown from past experiences of the line personnel in being confronted with changes from above over which they had little or no control.



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## Observations:

Weather--cloudy; work--still heavy; several absent.

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Oct. 2, 1950

55

## Observations:

Oct. 2, 1950

Weather--fair, cool; volume of work still decreasing;  
 Observations: seemed to be present.

Weather--cloudy; work volume less than during prior weeks; several were on sick leave. local workers, allowing a certain advantage to some staff officers over the An employee who had previously been told that his request for leave could not be approved (Sept. 27th) learned from his immediate supervisor that he would be permitted to take leave at the time desired. The individual reaction to this was that of satisfaction. (informally). The unit supervisors were in contact with the Section Chief several times. Two female employees (members of the WAC Reserve) received notice to report for physical examinations, preliminary to entering military service. Neither of the two wanted to go back in service, and the morale of both was obviously affected by the development. There seemed to be a reluctance to voluntarily approach superior authorities above immediate Rumors were circulating that there was to be a change in the annual leave provisions, requiring employees to use more of their accumulated leave. This caused concern to most of the group. No authentic confirmation could be provided. notice last month (Sept. 5) that she was to receive a monetary award for her Heard a discussion of several staff members concerning the prospects for their continued employment with the agency. Feelings were that there would be a gradual curtailment of the personnel of the section over a period of several years; that those who could do so should obtain more secure employment elsewhere, rather than "hang on" under such circumstances. of her suggestion. Other associates who had knowledge Communications: movement were probably affected some in respect to feelings of confidence toward higher No significant formal communications noted.

Morale: The state of individual morale seemed improved over the previous month, but still was not "good." There was a little more of a jovial atmosphere, with less tenseness due to reduced work pressure.



Oct. 8, 1950

## Observations:

Weather--cloudy; work volume less than during prior weeks; several were on sick leave.

An employee who had previously been told that his request for leave could not be approved (Sept. 23rd) learned from his immediate supervisor that he would be permitted to take leave at the time desired. The individual reaction to this was that of satisfaction.

Two female employees (members of the WAC Reserve) received notice to report for physical examinations, preliminary to entering military service. Neither of the two wanted to go back in service, and the morale of both was obviously affected by the development.

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## Communications:

No significant formal communications noted.



Oct. 5, 1950

**Observations:**

Weather--fair, cool; volume of work still decreasing; entire force seemed to be present.

Heard comments among several staff members in regard to improper allocation of clerical workers, allowing a certain advantage to some staff officers over the others. In the informal conversations, the blame for this condition was placed on the supervisors and the Section Chief.

Numerous employees were noticed talking with the unit supervisors (informally). The unit supervisors were in contact with the Section Chief several times during the day. The Division Chief also conferred with the Section Chief on one occasion. Only a few staff officers were seen talking to the Section Chief, usually in connection with technical procedures, mistakes of fact or judgment, or similar matters. There seemed to be a reluctance to voluntarily approach superior authorities above immediate supervisory level.

**Communications:**

The employee who received notice last month (Sept. 5) that she was to receive a monetary award for her suggestion, received another letter from the local chairman of the Employee Suggestion Committee informing her that she could not be given the award because Central Office had not accepted the suggestion. This had a demoralizing affect on the one directly concerned, because she had been led to think that she would receive a small award due to local adoption of her suggestion. Other associates who had knowledge of this development were probably affected some in respect to feelings of confidence toward higher officials in regional management.

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Oct. 6, 1950

**Observations:**

Weather--fair; work load--light; nearly all were present.

One staff member previously alerted for active military duty was granted a discharge because of his dependency status. This served to boost the morale of the individual concerned. The two female employees who had taken physical exams earlier expressed the opinion that they would soon be ordered to active duty. Others were concerned in regard to their military status. Certain ones indicated they did not mind going back in service, while others definitely did not want to return to active military service.

Heard through the "grapevine" that several clerical positions were in the process of being re-classified to lower grades. This caused much concern of a number who had reason to feel that they might be affected. Nothing official was made available. The supervisors were unable to supply authentic information.

**Communications:**

None noted, other than several written communications from Central Office pertaining to regulations and procedures. This type communication is usually too common in the work routine to cause any particular concern. They were read in a hurried manner and passed on to others who had not seen them. There were not enough copies to permit each employee concerned to have a copy for his own use and future reference.

**Morale:** While there was not a high degree of enthusiasm, most of the employees seemed relaxed, with a kind of up-lift of spirit that comes with the "end-of-the-work-week" feeling.



251.4.303

020141010101

10-11-1944

[illegible][illegible]

1871-1872

Some notes, dated 1941, stated that the Central Office of the Department of the Interior was in the process of being reorganized. This type of reorganization is usually the result of a change in the way the Department is organized. The notes also stated that the Department was in the process of being reorganized. The notes also stated that the Department was in the process of being reorganized.

1. The first of these is the fact that the majority of the population of the United States is now living in urban areas. This is a result of the process of urbanization, which has been going on since the beginning of the 20th century. The second is the fact that the majority of the population is now living in the middle class. This is a result of the process of social mobility, which has been going on since the beginning of the 20th century. The third is the fact that the majority of the population is now living in the white middle class. This is a result of the process of racial integration, which has been going on since the beginning of the 20th century.



Oct. 9, 1950

**Observations:**

Weather--fair and cool; work load--heavy in one unit, and light in the others.

One unit was called upon to help another in the handling of its work. Was some resentment among those called upon to render assistance. Such remarks were heard as "I don't see why we should have to do their work for them."

A further observation was made concerning the informal relationships between work associates. There appeared to be some tendency for those associated in some way outside of the work (social, military, etc.) to be more mutually cooperative at work. Another factor that seemed of significance was the physical location of workers. Those working near each other were inclined to direct their cooperative efforts to immediate associates, rather than outward to others further removed from their work proximity. Similarly, some of the typists display varying degrees of reluctance to work for other staff officers than those with whom they have been associated over a period of time. Where supervisors have had to shift personnel in work assignments, they have been observed on occasions to meet resistance, with worker dissatisfaction and resentment resulting.

**Communications:**

Several members among the clerical personnel received letters from the Personnel Division notifying them that their positions were being reduced to lower grades. This meant a loss of pay in most cases. Seemed to have a definite influence upon the morale of those directly concerned and others who felt that they might be so affected in the future. Little interest was shown.



Oct. 2, 1930

Observations:

Weather--fair and cool; work load--heavy in one unit, and light in the others.

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A further observation was made concerning the informal relationships between work associates. There appeared to be some jealousy for those associated in some way outside of the work (social, military, etc.) to be more mutually cooperative at work. Another factor that seemed of slight concern was the physical location of workers. Those working near each other were inclined to direct their cooperative efforts to immediate associates, rather than outward to others further removed from their work proximity. Similarly, some of the typists display varying degrees of reluctance to work for other staff officers than those with whom they have been associated over a period of time. Where supervisors have had to shift personnel in work assignments, they have been observed on occasions to meet resistance, with worker dissatisfaction and resentment resulting.

Comments:

Several members among the clerical personnel received letters from the Personnel Division notifying them that their positions were being reduced to lower grades. This meant a loss of pay in most cases. Seemed to have a definite influence upon the morale of those directly concerned and others who felt that they might be so affected in the future.



Oct. 12, 1950

**Observations:**

Weather--clear and cool; amount of work seemed on the increase.

An informal discussion with one person who had been affected by the down-grading of her position disclosed strong dissatisfaction with the personnel action in her case. It seems that she had been led to believe by higher authorities that she would be placed in another position that would have permitted her to hold the higher grade. Blame and criticisms were directed at above-the-line authorities and certain ones in the Personnel Division of the Regional Office. This person indicated that she had been "kicked around" all she intended to be, and was going to seek other employment.

Heard one or two comments during the day concerning the lack of fresh air in the office. Those working near windows, however, complained of getting cold if the windows were raised. There were some complaints to the supervisors.

**Communications:**

A general section meeting was called by the Section Chief to inform the group about the annual Community Chest drive. One person (non-supervisory) was designated as section representative. This person briefly explained the purpose and nature of the drive. Most of the employees seemed fairly responsive, though one or two commented to the effect that they could not give much.

Unit meetings were held at the request of higher authority to inform those concerned of a new system of filing that was to be given application. It was stated that several cases of erroneous filing of data had been detected recently. Little interest was shown.



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Oct. 16, 1950

**Observations:**

Weather--cloudy, cool; work volume--heavier; several were absent (mainly on sick leave).

Was rumored that a new efficiency rating system was going to be imposed which would provide for "blanket" ratings for most employees. There were mixed reactions. Some thought that they would lose as to job retention; others felt that it would cause more cooperation and less resentment between workers.

Talked informally with a group of women employees who operated duplicating machines, sorted, and distributed most of the paper work for the section. This work seemed to represent the most routine of any assigned functions. It had other undesirable features in that it was "messy," requiring work with carbon which could easily get on ones clothes or person.

The six or seven members of this unit expressed virtual unanimous dislike of their work. Each felt that the job could best be handled by men. Each had been hired as a typist. Two or three mentioned that they had asked for transfers to a different type of work but had not been permitted to change.

**Communications:**

No significant formal communications noted.

**Morale:** Morale seemed to be at a lower level, possibly due to the time of the week (Monday), the weather, and a little more work pressure.

Comments heard after the meeting were critical of the manner in which superiors reacted to the ideas or questions of other personnel. The actual conversation had little effect on morale, but the manner in which it was presented probably adversely affected the morale of at least some of the participants.

**Morale:** Individual morale was fair, considering all the personnel, though low in individual cases.



Oct. 18, 1950

## Observations:

Weather--cloudy, cool; work volume--heavier; several were absent (mainly on sick leave).

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## Communications:

No significant formal communications noted.

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Oct. 25, 1950

Oct. 18, 1950

Observations:

Observations:

Weather--clear, but cold; work load--fairly heavy.

Weather--cold, damp; some decrease in work volume.

Some employees were completely current in their work, while others were not. Some would help others, and certain ones would sit and do nothing after catching up their own work, in preference to helping those who were behind. There were indicated feelings of resentment between the consistently slow workers and the consistently fast workers. Informal criticisms were more often directed at the fast workers, usually in the form of charges of in-accuracies in work performance.

Comments were noted which reflected dissatisfaction with the noise and overcrowdedness in the section, and with the rather close monitoring of employees by the Section Chief.

Communications:

A long meeting was held in the office of the Section Chief for the purpose of discussing a new technical instruction received from Central Office. Reaction was that the meeting was much too long for what needed to be accomplished. One unfavorable incident occurred when one of the staff officers made a suggestion that brought a negative response (orally expressed) from one of the superiors present. This caused the staff officer embarrassment, as he felt that he had been "cut short" unnecessarily before the group. Comments heard after the meeting were critical of the manner in which superiors reacted to the ideas or questions of other personnel. The actual communication had little effect on morale, but the manner in which it was presented probably adversely affected the morale of at least some of the participants.

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Morale: Individual morale was fair, considering all the personnel, though low in individual cases.



Oct. 23, 1950

Observations:

Weather--clear, but cold; work load--fairly heavy. Absent.

Two women employees received orders to report for active military service in November.

Communications:

One unit was called upon to help another to catch up on its work load. There were comments reflecting feelings that the one unit was "palming off" work on the other. drive. Was pointed out that the division was short of its quota; that some had not made contributions. Rumors were circulating that there would soon be new policies in regard to accumulated leave and efficiency ratings. This seemed of considerable interest to the group. The supervisors could not, or did not, confirm or deny rumors by official information. New annual leave policy. Information had been received from Central Office, interpreted

Communications: management, and passed on to the various divisions, sections, and units. General result was A meeting of the staff officers and supervisors was called by the Section Chief. The group was told that all major issues arising in connection with the work, or questions of a controversial nature, would in the future be called to the attention of supervisors and/or higher authorities; that the decisions of the superiors would govern in such cases. All were warned against exercising too much individual discretion in making decisions. It was pointed out that one member (no name mentioned, though most knew who was being referred to) had recently assumed too much individual initiative in the processing of a particular case. One or two attempted to express themselves or ask questions, but were told that it was not the time or place to discuss the matter further. Reactions were strictly negative. Feelings of resentment were apparent, both because of what was communicated and the manner in which the information was imparted.



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## Observations:

Weather--clear, but cold; work load--fairly heavy.

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Oct. 27, 1950

**Observations:**

Weather--clear, warm; work volume light; several absent.

No significant incidents or comments noted.

**Communications:**

The Section Chief called the entire group together for a follow-up meeting in connection with the Community Chest drive. Was pointed out that the division was short of its quota; that some had not made contributions; that the management was hopeful of having 100% contributions; and that any new or added contributions would be appreciated.

Unit meetings were held to clarify previous rumors concerning a new annual leave policy. Information had been received from Central Office, interpreted by local management, and passed on to the various divisions, sections, and units. General result was a limitation on the amount of leave each employee might accumulate over a given period. The group was informed that management was going to follow a liberal policy in regard to letting employees take excess accumulated leave to prevent their losing it. High interest was shown by the group, and a number of questions were asked. Reaction was favorable concerning the liberal policy of allowing those with more than maximum leave to use it.

Several criticisms of the ventilation and room temperature (too little fresh air, and too warm).

**Communications:**

No official communications of significance noted.

Morale: On the whole, individual morale was fair; was a minimum of tension, due to a comparatively light volume of work.



1. The first of these is the fact that the majority of the population of the United States is of European descent. This is a fact which has been recognized by the government and the people for many years. It is a fact which has been recognized by the government and the people for many years. It is a fact which has been recognized by the government and the people for many years.



Oct. 31, 1950

Observations:

Weather--clear, much cooler; work light.

One female employee (stenographer) obtained a transfer out of the section into another branch of the Regional Office. This was a voluntary transfer. An informal talk with the party disclosed that she thought the change advantageous because of some increase in pay, better working conditions, and more permanent employment.

Talked to two employees who said they had been called in by the Section Chief, at the request of his superiors, and asked why they had not contributed to the Community Chest drive. This seemed to have an adverse effect on morale. Feelings of resentment against "pressure" methods of management were apparent.

Rumors were circulating that a new efficiency rating system would be imposed about January 1, 1951; that a new table of organization for the section had been received, which might cause a reduction-in-force or the transfer of some employees. The latter rumor derived from information given officially to the personnel of another division of the office. There was high interest and concern shown in the above, and especially by those who had reason to believe they would be affected.

Heard several criticisms of the ventilation and room temperature (too little fresh air, and too warm).

Communications:

No official communications of significance noted.

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Heard several criticisms of the ventilation and room temperature (too little fresh air, and too warm).

## Communications:

No official communications of significance noted.

Morale: On the whole, individual morale was fair; was a minimum of tension, due to a comparatively light volume of work.



Nov. 2, 1950

**Observations:**

Weather--cold; work volume--light, though enough to keep all with something to do; last work-day of week.

Heard one discussion of high prices and the increased cost of living in the area. One staff officer commented that he was going to be forced to obtain a personal loan to pay unpaid debts.

Two of the women employees were definitely concerned about the safety of their husband and son, who were in active combat in Korea. Morale in such circumstances was undoubtedly affected.

**Communications:**

Section Chief called the entire group together to inform them that the new table of organization for the section had been received; that there would be little change in the existing organization; that no reduction-in-force would be necessary. The stated purpose of this meeting was to give true information to prevent unfounded rumors (which had already developed--Oct. 31st). This brought a favorable reaction from most of the employees, and particularly those who felt that they would be subject to any reduction in personnel if such came about.

Morale: Seemed a little better than it usually appeared to be. Was less apprehension over possible loss of jobs, etc., due to official information that there would be no immediate reductions in personnel as had been rumored earlier.



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Nov. 7, 1950

Nov Observations:

Weather--cold, cloudy; work volume--just enough to keep reasonably occupied.

Weather--cold, rainy; a number were on leave; work load

Heard one pronounced criticism of superiors because of limitations placed upon staff members in the making of decisions or judgments. It seemed that the particular party had been overruled in a decision, which he felt was proper. He had been compelled to yield to a course of action with which he did not agree, being left with an attitude of resentment.

The Korean fighting, possible calls into service, and higher prices were still main topics of informal conversation. Due to recent developments, those who had husbands, friends, or relatives in Korea seemed a little less apprehensive about the outcome of the situation, though still reflecting deep concern.

Communications:

Efficiency reports were distributed by unit supervisors to several in the section. There were mixed reactions, mostly indicating dissatisfactions. One employee said "they keep implying that I do good work, but won't do anything about it when it comes to my efficiency rating." Others seemed to feel that certain of their co-workers received higher ratings than were deserved. Reactions generally were not favorable to the rating system.



Nov. 7, 1944

Investigation

Subject's name, address, date of birth, and other data as shown on card.

It was determined that the subject was a member of the Communist Party, U.S.A., and was active in the same. The subject was also a member of the National Student Reliance League, and was active in the same. The subject was also a member of the National Student Reliance League, and was active in the same.

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Continued

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Nov. 16, 1950

Nov. 16, 1950

**Observations:** Work volume--little less than in previous week.

**Weather:**--cold, rainy; a number were on leave; work load increased considerably. No incidents noted.

**One** employee had to be taken to the hospital for emergency treatment, and operation, due to an unexpected physical ailment. Hearing official notice of new changes in employee ratings. Each supervisor heard an accusation expressed by one employee that several others in his unit were being "favored" in work assignments. Implication was that supervisors were lax in enforcing a fair distribution of the work. The person expressing himself was at the time confronted with a heavy volume of work. Ratings, in that case, would lose retention points.

**Communications:** were subject to effects from reductions in personnel. The plan did generally favor those

No significant formal communications noted. It be lowered on the retention list, while others would

**Morale:** Fair. Production was reasonably good, but there were feelings of tenseness along with pressure to stay up. The personnel seemed a little more "on edge" about things of a minor nature. As such pressure and strain through competition for efficiency ratings as did the old system; and that there would be less discussion between co-workers and between employees and supervisors. A very high degree of interest was apparent. Numerous questions were asked.

Employees were also told that all who had made advance requests for annual leave before January 1, could take such leave according to requests made. This obviously pleased those concerned.



Nov. 14, 1950

## Observations:

Weather--cold, rainy; a number were on leave; work load increased considerably.

One employee had to be taken to the hospital for emergency treatment, and operation, due to an unexpected physical ailment.

Heard an accusation expressed by one employee that several others in his unit were being "favored" in work assignments. Implication was that supervisory were lax in enforcing a fair distribution of the work. The person expressing himself was at the time congested with a heavy volume of work.

## Communications:

No significant formal communications noted.

Morale: Fair. Production was reasonably good, but there were feelings of tension along with pressure to step up. The personnel seemed a little more "on edge" about things of a minor nature.



Nov. 20, 1950

**Observations:**

Weather--fair; work volume--little less than in previous week.

No significant comments or incidents noted.

**Communications:**

Unit meetings were held concerning official notice of new changes in employee ratings. Each supervisor explained the new system, and distributed informational sheets pertaining to significant changes. The group was told that about 95% of all employees of the Regional Office would receive the same rating, that of "satisfactory." The new plan did not favor those who at present held higher ratings, in that they would lose retention points, making them more subject to effects from reductions in personnel. The plan did generally favor those who presently held lower ratings. Some would be lowered on the retention list, while others would gain a more favorable status as to job retention. Consequently, there were mixed reactions. The most prevalent feelings were that the new plan would not place individual workers under as much pressure and strain through competition for efficiency ratings as did the old system; and that there would be less dissension between co-workers and between employees and superiors. A very high degree of interest was apparent. Numerous questions were asked. Employees were also told that all who had made advance requests for annual leave before January 1, could take such leave according to requests made. This obviously pleased those concerned.

**Communications:**

No significant communications noted.



Nov. 30, 1950

## Observations:

Weather--fair; work volume--little less than in previous week.

No significant comments or incidents noted.

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Nov. 30, 1950

69

Observations:  
Nov. 24, 1950

Weather--cloudy; work load--enough to keep all busy.

Observations:

Weather--cloudy, cool; day after Thanksgiving holiday; a number were absent.

Heard a group discussion (informal) of staff officers in regard to the future outlook for their work. General feelings were that the job would only last a few more years for most, and less than that for some; that opportunities for advancement or intra-agency transfers to jobs of equal or higher grade were practically nil.

There was an interchange of work between two units in order that one unit, with less work, could help the other. There was a little grumbling. Those in different operating units seemed to want to do only such work as was assigned their unit.

There were a number of expressed dissatisfactions with the room circulation and temperature. The ones near the windows complained of being too cold if the windows were opened; those in the center areas of the office complained of a need for fresh air. Supervisors tried to work a successful solution by periodically opening the windows, but this was still not satisfactory. Different employees were accusing each other of being hard to please.

Numerous ones were observed talking with the unit supervisors. One or two non-supervisory staff officers were observed talking with the Section Chief. None of the personnel (supervisory or non-supervisory) were observed in face-to-face contact with higher authorities above the operational level.

Communications:

No significant communications noted.

Details: Individual morale was fair on the whole, though low in some cases. Was little interest or enthusiasm. It appeared that the work was secondary to other matters of primary interest to a number in the section.



Nov. 24, 1950

## Observations:

Weather--cloudy, cool; day after Thanksgiving holiday;  
a number were absent.

Heard a group discussion (informal) of staff officers in regard to the future outlook for their work. General feelings were that the job would only last a few more years for most, and less than that for some; that opportunities for advancement or intra-agency transfers to jobs of equal or higher grade were practically nil.

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## Communications:

No significant communications noted.



Nov. 30, 1950

**Observations:**

Weather--cloudy; work load--enough to keep all busy.

An informal discussion among staff officers brought out views that the pay for most positions compared favorably with that of private organizations in the area; that the pay was good for the type of work done; that the work lacked interest, and did not provide opportunity to acquire the kind of experience which most of the staff officers preferred. It was brought out that certain ones in other sections and divisions of the regional office could work inside and outside part of the time, rather than spending the full eight hours at a desk each day of work. This only seemed of significance in that it points to certain attitudes of relevance to morale. One supervisor was present and participated in the discussion.

There was considerable concern over the trend of developments in the Korean fighting. There were still a number who felt that they might be called into active service, but did not know with certainty.

**Communications:**

A communication was received from the regional manager concerning a new program for employee suggestions. A meeting was held by each unit, and the new "Incentive Awards Program" was explained by the unit supervisors. The plan seemed basically sound, but the response was negligible, almost that of sheer indifference. It seemed that the feelings were that since the plan required suggestions to be cleared through the several supervisory levels, there would be little chance of gaining approval all the way. In another sense, it appeared that the employees felt that any suggestions reflecting or indicating shortcomings of top or middle management practices or policies would probably be "tossed out." It is likely that these feelings of skepticism or indifference will hamper attainment of the desired results from the new system.

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There was considerable concern over the trend of developments in the Korean fighting. There were still a number who felt that they might be called into active service, but did not know with certainty.

## Communications:

A communication was received from the regional manager concerning a new program for employee suggestions. A meeting was held by each unit, and the new "Incentive Awards Program" was explained by the unit supervisors. The plan seemed basically sound, but the response was negligible, almost that of sheer indifference. It seemed that the feelings were that since the plan required suggestions to be cleared through the several supervisory levels, there would be little chance of gaining approval all the way. In another sense, it appeared that the employees felt that any suggestions reflecting or indicating shortcomings of top or middle management or policies would probably be "fossed out." It is likely that these feelings of skepticism or indifference will hamper attainment of the desired results from the new system.

Morale: Individual morale was fair on the whole, though low in some cases. Was little interest or enthusiasm. It appeared that the work was secondary to other matters of primary interest to a number in the section.



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